LA 1.13: NS/AD-90-135

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JUN 1 4 1990

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MILITARY PERSONNEL

Navy Enlisted Personnel Management

GAO

United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-238816

April 11, 1990

The Honorable Daniel K. Inouye
Chairman, Subcommittee on Defense
Committee on Appropriations
United States Senate

The Honorable John P. Murtha
Chairman, Subcommittee on Defense
Committee on Appropriations
House of Representatives

As requested in the Committees' joint conference report on the Department of Defense's fiscal year 1990 appropriations and in discussions with the House Subcommittee on Defense, we obtained information on (1) prior Navy studies of the feasibility of moving the Naval Personnel Command from Washington, D.C. and (2) possible duplication of functions between a new Navy headquarters Fleet Liaison Branch and the Enlisted Personnel Management Center, located in New Orleans, Louisiana.

Results in Brief

In the early 1970s, the Navy consolidated several personnel functions at the Enlisted Management Center. By 1974, the Navy was planning to move most of its personnel operations from Washington, D.C., to a new command, to be located in New Orleans, which would be called the Navy Personnel Center. House military construction hearings for fiscal years 1974 through 1976 contained Navy requests to construct and renovate buildings in New Orleans for consolidating various personnel functions. The consolidation plans, however, were abruptly cancelled in 1976.

The Fleet Liaison Branch was established on June 30, 1989, to provide commanding officers a rapid response and coordination system for solving difficult enlisted personnel assignment problems faced by sailors in the fleets. Prior to the establishment of the Branch, either Enlisted Personnel Management Center or Washington officials would handle such problems "through channels" as part of the overall administrative processes for enlisted personnel management. Initially, duplication of efforts did occur between the Branch and the Management Center, but, according to officials at both locations, as Branch staff became more familiar with their responsibilities and the Management Center's on-line information management system, duplication became less frequent. However, on February 7, 1990, the Navy disbanded the Branch. They

took this action to avoid any appearance of continued duplication between the Branch and the Management Center.

Plans to Consolidate Personnel Functions in New Orleans

The Management Center became operational in 1974. Its purpose was to consolidate several field distribution and supporting computer functions necessary for the Navy's overall management of enlisted personnel. These consolidated functions were previously located in Washington, D.C.; Bainbridge, Maryland; San Diego, California; and Norfolk, Virginia. The Management Center was also responsible for the initial assignment of airmen, seamen, and firemen after they completed basic training. At the time of our visit, the Center was staffed with 108 civilians and 205 military personnel.

By June 1974, the Navy had developed a further consolidation plan consisting of the actual movement (projected for 1977) of most of the rest of Bureau of Naval Personnel operations to a new Naval Personnel Center in New Orleans. The Personnel Center was to house almost all existing Washington, D.C., personnel functions except a few budgetary and policy functions and flag-level officer records. The Personnel Center's total costs were estimated to be about $21.4 million and savings from the consolidation were estimated to be about $2.3 million annually. However, the Navy abruptly cancelled plans to further consolidate military personnel functions in New Orleans in April 1976.

Fleet Liaison Branch

The Branch began operations on June 30, 1989. It was established to provide commanding officers with a point of contact in Washington, D.C., who would be "...able to provide rapid response and perform needed coordination within the enlisted detailing (assignment) system." The Branch was "...chartered to take the issue directly to the decision maker, do any needed coordination, and get commands a rapid solution to particularly difficult problems." It is staffed by two officers and four enlisted personnel.

Prior to the creation of the Branch, commanding officers with personnel problems would make their needs known through channels, call the Management Center's "single-point-of-contact," or call the serviceman's individual detailer (assignment manager) or supervisor. For airmen, seamen, or firemen, this would be someone at the Management Center in New Orleans; for all other enlisted personnel, this would be someone in Washington, D.C.

Branch operations did initially duplicate Management Center functions because Branch personnel had to rely on the Management Center for clarification on various data processing systems and operating procedures, according to Navy officials. However, at the time of our review, the Branch was no longer duplicating Management Center placement functions because Branch personnel had learned to use the on-line computer systems to obtain placement information and officials in both Washington, D.C., and New Orleans told us that they were only infrequently called by Branch personnel. Moreover, to avoid any appearance of continued duplication, the Navy disbanded the Branch on February 7, 1990.

To answer the specific questions raised by the House Subcommittee and respond to the Subcommittees' request that we provide data on prior Navy studies to decentralize the Naval Personnel Command from the Washington, D.C., area, we conducted a literature search and interviewed Navy personnel officials in Washington, D.C., and at the Enlisted Personnel Management Center in New Orleans. Our review was conducted in January and February 1990. Appendix I provides summary information on the key documents we identified concerning the creation and operation of the Enlisted Personnel Management Center and the Navy's 1970's plans for the new Naval Personnel Center.

As requested, we did not obtain official agency comments on this fact sheet. However, we did discuss the results of our work with Navy officials, and their comments were incorporated, as appropriate.

As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this fact sheet until 15 days from the date of this letter. At that time, we will send copies to the Chairmen, Senate and House Committees on Appropriations and on Armed Services, Senate Committee on Governmental Affairs, and House Committee on Government Operations, and the Secretary of the Navy. Copies will also be made available to other interested parties upon request.

Robert B. Eurich, Assistant Director, Navy Issues, and Thomas E. Livingston, Staff Evaluator, Dallas Regional Office, developed the information for this fact sheet. Please contact me on 275-6504 if you or your staff have any questions concerning this fact sheet.

for Martin M Ferber
Director, Navy Issues

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Summary of Key Documents Pertaining to the Creation of the Enlisted Personnel Management Center and the Naval Personnel Center

The Creation and Evolving Mission of the Enlisted Personnel Management Center

10/12/72

Memorandum from the Chief of Naval Personnel to the Chief of Naval Operations on the proposed establishment of the Naval Reserve Personnel Center and the Personnel Management Information Center at Laguna Niguel, California.

- Planned closure of Naval Training Center in Bainbridge, Maryland, requires relocation of Naval Reserve Manpower Center.
- New field commands will provide for the removal of about 110 billets from Washington.
- Co-location of Naval Reserve Personnel Center and Personnel Management Information Center would provide for equipment economies and more productive employment of assigned personnel and operating economies.
- It is essential that these activities be either data-linked or colocated.
- General Services Administration will operate the Laguna Niguel facility as a Federal Center and it is immediately available.
- Of the 21 locations considered, Laguna Niguel is the most advantageous course of action.
- Its use will allow a $1.6 million per year savings in personnel costs to be realized a year earlier than any of the other options.

11/24/72

Memorandum from the Chief of Naval Personnel to the Commanders in Chief, Atlantic and Pacific Fleets, on preliminary planning for possible consolidation of Personnel Accounting Machine Installations.

- A requirement exists for a 25-percent reduction of personnel at the accounting machine installations.
- The most feasible way to achieve these reductions is to consolidate the functions of the three accounting machine installations into a new Personnel Management Information Center.
- The new Information Center would be colocated with the proposed new Naval Reserve Personnel Center, which would include the functions of the Naval Reserve Manpower Center currently at Bainbridge.

	• No space at Norfolk or San Diego: best site so far is former North American Rockwell Corporation building at Laguna Niguel.
12/14/72	Memorandum for the record on space requirements for additional personnel if colocated with the Personnel Management Information Center at the Laguna Niguel facility. • If airmen, seamen, and firemen detailing functions are absorbed by the Personnel Management Information Center, an additional 1,000 square feet of office space for 10 people will be required.
03/30/73	Office of the Chief of Naval Operations Notice 5450 on the consolidation and relocation of certain activities to New Orleans. • The Secretary of the Navy has approved the establishment of a Personnel Management Information Center in New Orleans. • The Personnel Management Information Center's mission is to collect, process, maintain, and disseminate manpower and personnel information for Navy active and inactive components; provide data processing support to fleet and shore commands concerned with active or inactive naval personnel resources management; and perform such other tasks as directed by the Chief of Naval Personnel.
June to August 1973	Excerpts from hearings for military construction appropriations for fiscal year 1974 concerning approval for renovations to buildings for the consolidation of automated data processing, the Enlisted Personnel Management Center (EPMAC), and the Naval Reserve Personnel Center in New Orleans. • Includes discussion to increase the size of the new hospital by 150 beds—not associated with the later decision to transfer Naval Personnel Center to New Orleans.
05/03/74	Memorandum on an EPMAC organization conference held April 21-25, 1974. • No question whether or not EPMAC would be established. • Control is redefined as it pertains to distribution manning and detailing of enlisted personnel.

	• Conferees agreed Manning Control Authority liaison function would be established under Director of EPMAC to conduct day-to-day business and serve as the point of contact for each control authority. • Conferees strongly recommend designation of a single manager for the complete evolution necessary to move. It is recommended that such a manager be in Washington. • The entire personnel distribution system is dependent upon the projection system.
April, May, and June 1974	Excerpts from hearings on the fiscal year 1975 military construction appropriations. • Discussion of bachelor military housing and hospital expansion. • There is no mention of Naval Personnel Center moving to New Orleans.
06/17/74	Memorandum for the Chief of Naval Personnel concerning EPMAC organization. • When operational personnel functions are merged in New Orleans in 1977, a possible goal is to locate programmers/analysts on the staff of the functional manager. • Enlisted distribution is but one of the functions Personnel Accounting Machine Installations perform. • Proposed organizational charts are provided.
09/26/74	Office of the Chief of Naval Operations Notice 5450 of May 15, 1974, Change Transmittal 1, which discusses the firm establishment, disestablishment, and relocation dates for Personnel Management Information Center and Personnel Accounting Machine Installations. • This notice changes the effective date from June 30, 1975, to November 30, 1975.
10/23/74	Office of the Chief of Naval Operations Notice 5450, which discusses the firm establishment and disestablishment of certain shore activities. • EPMAC is established to provide centralized management support for the distribution of active duty enlisted personnel in accordance with the

overall personnel management policies and the manning policies established by the Chief of Naval Personnel.
- The milestone for disestablishment of the Enlisted Personnel Distribution Office, Atlantic (and Pacific), is September 1975.

05/07/75

Revised planned and accomplished milestones for the creation of EPMAC and the Naval Personnel Center, as of May 1, 1975.

- All actions necessary for the centralization of the Administrative Logistics Department for EPMAC, Naval Reserve Personnel Center, and Personnel Management Information Center were done by December 2, 1974.
- Activity seal for EPMAC, New Orleans, ordered on December 2, 1974.
- EPMAC command plaque design commenced on January 30, 1975.
- EPMAC GS-13/14 position descriptions submitted to high level position review board on March 20, 1975.
- Entire EPMAC building rehabilitation completed on June 1, 1975.

02/26/76

Memorandum from the Chief of Naval Personnel to the Chief of Naval Operations concerning the consolidation of certain activities at New Orleans.

- Upon disestablishment of the Personnel Management Information Center on June 30, 1976, the functions of the Systems Analysis Department and the Computer Operations Department will be transferred to EPMAC. Concurrently, the Management Information Center's Inactive Duty Systems Department will be transferred to the Naval Reserve Personnel Center, also located in Building #603, New Orleans.
- The proposed EPMAC mission is to provide centralized management support for the distribution of active duty enlisted personnel in accordance with the overall personnel management policies established by the Chief of Naval Personnel and the manning policies of the Manning Control Authorities.
- Some data are provided estimating the number of required billets.

05/01/76

Memorandum for the Assistant Chief of Naval Personnel for Officer Development and Distribution via the Assistant Chief of Naval Personnel for Financial Management and Management Information concerning the designation of EPMAC as a major shore command.

- The stated overall purpose of EPMAC is to consolidate into one command all field distribution and supporting computer functions necessary to support all enlisted personnel.
- As of July 1, 1976, EPMAC's mission is to "provide centralized management support for the distribution of active duty personnel ...; to collect, process, maintain, and disseminate manpower personnel information as an integral component of the Manpower and Personnel Management Information Systems for all Navy active and inactive components; to provide data processing support to the fleet ...; to provide data processing support to all fleet and shore commands ...; and to perform such other functions as may be directed by the Chief of Naval Personnel."
- EPMAC is also tasked with the responsibility of assigning or identifying personnel to meet urgent fleet requirements in support of operational commitments.
- EPMAC has been particularly effective in the timely identification of unit unplanned losses and in ship/squadron predeployment personnel planning.
- EPMAC monitors all personnel detailing actions for compliance with Manning Control Authority policies.
- The effectiveness of this relatively new command has been most gratifying.
- EPMAC is a unique, one-of-a-kind command whose mission is extremely vital to fleet personnel readiness.
- Location, personnel, funding, and plant value data are provided.

06/04/76

Memorandum from the Chief of Naval Reserves to the Director, New Orleans Branch, Southern Division, Naval Facilities Engineering Command, New Orleans, on space utilization for the F. Edward Hebert Defense Complex.

- Building #603 can accommodate Chief of Naval Reserve requirements.
- Concurrent with the announcement that Naval Personnel would not build its $21 million facility at Naval Air Station, Belle Chasse, Louisiana, the Navy announced that the 4th Marine Division Headquarters would relocate from Camp Pendleton, California, to New Orleans.
- Costs incurred to complete the plan for locating Marine Corps and Naval Personnel requirements in Building #603 are within present funded monies and no changes to already finished spaces in that building can be made.
- All of Building #603 is being used as a storage area by Naval Reserve Personnel Center and EPMAC.

Various	EPMAC mission and function statements dated October 23, 1974; July 16, 1976; August 21, 1978; April 1, 1981; July 25, 1983; March 2, 1987; and September 29, 1989.
05/22/89	Issue paper concerning the result of a flag officer manning conference. • The Chief of Naval Personnel directed a study of the feasibility of moving the airmen, seamen, and firemen detailing function from EPMAC to Naval Military Personnel Command, Washington, D.C. • A working group visited EPMAC for on-site observation.
08/04/89	Memorandum for the Commander, Navy Military Personnel Command, recommending changes to the reporting authority for the Commanding Officer, EPMAC. • As a result of a flag manning conference, the Chief of Naval Personnel directed that a Fleet Liaison Branch (FLB) be established. • An attached issue paper dated June 13, 1989, said a Single Point of Contact at EPMAC represents commands for manning issues. It also said (1) there is no established override procedure, (2) a process to resolve hard placement/assignment issues, establish an override feature of the priority/requisition system, and provide a central location within the Navy Military Personnel Command to assist fleet activities with manning/assignment conflict issues is needed, (3) FLB would elevate an issue to Navy Military Personnel Command with a recommendation to resolve, and (4) FLB could be expanded if its scope of tasking increases at a later date. • An official disagreed; his remarks are attached behind the issue paper.

The Proposed Creation of the Naval Personnel Center in New Orleans

01/23/74	Economic analysis of alternatives for conducting Bureau of Personnel functions. • Alternative 5 was a move to New Orleans.

	• This document was a revised economic analysis.
11/05/74	Memorandum referencing April 22, 1974, Vice Chief of Naval Operations approval of the co-location of detailers and other support personnel in New Orleans and a Chief of Naval Operations letter dated July 15, 1974, establishing a program manager to establish a Naval Personnel Center in New Orleans.
06/10/74	Naval Personnel Center Bulletin No. 1 on the establishment of Naval Personnel Center in New Orleans. • Chief of Naval Operations and Secretaries of the Navy and Defense approve moving the Bureau of Naval Personnel operational personnel management functions (essentially those related to the Navy Military Personnel Command) to New Orleans by end of 1977. • Naval Reserve Personnel Center also will move to New Orleans in 1975. • The moves will be in phases. Phase 1 will be the creation of EPMAC. • Existing organizations will provide support for and execute the move. • A new building will be constructed for the Naval Personnel Center.
08/15/74	Naval Personnel Center Bulletin No. 2 on the establishment of the Center. • Construction of a personnel center will commence in 1976; occupancy planned for May 1977. • The Deputy Chief of Naval Personnel will move to New Orleans and command the Naval Personnel Center. • Washington staff will retain the functions now assigned to Deputy Chief of Naval Operations and the planning, programming, and budgeting functions of the Bureau of Naval Personnel. • Flag officer matters will remain in Washington. • Naval Personnel Center, New Orleans, will contain most functions associated with management of officer and enlisted, grade 0-6 and below. • Structure and data exchange techniques are planned to be tested before the move.
11/26/74	Memorandum for the Chief of Naval Operations about the public announcement of the study on relocation of naval activities from the Washington area.

- Refers to the House Appropriations Committee Report No. 93-1477 on the fiscal year 1975 Military Construction Appropriations Bill, dated November 20, 1974.
- Apparently, all naval activities in Washington are under review.
- A relocation plan is to be submitted to the Congress during fiscal year 1976 hearings on military construction.

04/21/75

Naval Personnel Center Bulletin No. 3, which discusses revised program milestones.

- Naval Personnel Center will be established in October 1978.
- Entire career development and assignment function for officers and enlisted personnel will be in the Center, along with required support functions.
- Conceptual organization charts and facility plan are provided.
- Milestones are (1) complete design of the new administrative complex by October 1975, (2) award a construction contract on March 6, 1976, (3) start construction in April 1976, (4) notify civilian personnel of move, and (5) complete move and have Center operational by January 1979.

May and June 1975

Excerpts from military construction hearings for fiscal year 1976, part 1.

- Documents are provided for the new office building for Naval Personnel Center in New Orleans, and they include an economic analysis and discussion of the impact of the project on the local community.

11/20/75

Minutes of the Manpower and Personnel Management Information Center steering group meeting of November 5, 1975.

- Apparent personnel resource shortfalls in undertaking future Information Center development are discussed.
- It is essential that the Chief of Naval Personnel have direct control over the distribution area to act as a check on the planning area.
- Original goals for organizational improvements are to be pursued.
- New Orleans element will be called the Bureau of Naval Personnel, subject to Department of Defense policy.
- Organization charts are attached.

12/11/75	Memorandum on the relocation of the Bureau of Naval Personnel to New Orleans. • Secretary of the Navy reaffirms the Chief of Naval Operations' position that the operating segment of the Bureau of Naval Personnel will move to New Orleans, and estimated resource requirements will be "fenced" to ensure a successful move.
12/12/75	Memorandum on the Naval Personnel Center coordinating group meeting of December 3, 1975. • Telecommunications requirements for microfiche and video teleconferencing were not considered to be sufficiently justified to withstand anticipated Navy, Office of the Secretary of Defense, and GAO auditors. • Recommend additional justification and cost-benefit analysis. • Compliance with National Environmental Policy Act completed in all aspects. • Minutes of steering group discussed and distributed. • Several organizational problems were noted. • No minutes were prepared for meetings held on November 12 and 26.
01/16/76	Memorandum for Naval Personnel Center coordinating group meeting of January 14, 1976. • The decision to move to New Orleans is reaffirmed. • An addendum to the final environmental impact statement will be completed early in February 1976 and will address schooling, housing, traffic, and revised economic cost estimates. • Bureau of Naval Personnel will continue to be headquartered in Washington but will have distribution functions moving to New Orleans.
01/26/76	Excerpts from the Revised Final Environmental Impact Statement—Naval Personnel Center move to New Orleans and Executive Summary of Final Statement dated July 1975.
03/12/76	Memorandum for the Naval Personnel Center organization coordinating group meeting of March 10, 1976.

- Fiscal year 1976 military construction funds were made available in December 1975 for the Navy Personnel Administrative Complex in New Orleans.
- A revised economic analysis and the addendum to the final environmental impact statement "...have been completed and are in the process of being reviewed at the highest levels of the Navy and Defense Department."
- Schedule slippage for New Orleans move was discussed.

February and March 1976

Excerpts from military construction hearings for fiscal year 1977, part 1.

- New bachelor military housing for Naval Personnel Center move to New Orleans is discussed.
- Subsequent note in the published hearings that the entire project was cancelled on April 5, 1976.

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